Houses for Slum Dwellers

*483. MISS MABEL REBELLO : Will the Minister of URBAN DEVELOPMENT AND POVERTY ALLEVIATION be pleased to state :

(a) whether Government have any plans to build houses/flats in various cities of the country for slum dwellers;

(b) if so, the details thereof and the number of houses to be built;

(c) whether Government propose to have slumless cities in the country; and

(d) if so, the details of plan formulated and financial allocation to be made therefor ?

THE MINISTER OF URBAN DEVELOPMENT AND POVERTY ALLEVIATION (SHRI JAGMOHAN) : (a) to (d) A Statement is laid on the Table of the House.

Statement

(a) to (d) Slum Development being a State subject, State Governments survey and take stock of slum in their respective States and formulate/ implement specific plans, programmes and schemes for development of slums in various cities as per their priorities and make necessary provision thereof in their respective State plans. However, Government have been implementing the 2 million housing programme. The Housing and Urban Development Corporation Limited (HUDCO) is a major financer of this programme. The two million housing programme for the urban poor is predominantly for housing the Economically Weaker Section (EWS) below urban poverty line, many of whom are likely to be slum dwellers. Also under the guidelines of National Slum Development Programme (NSDP) there is a clause that not less than 10% of the allocation to the States under this assistance shall be utilised for construction and/or upgradation of houses for the urban poor. However, till recently there was no scheme of the Government of India to build or finance houses exclusively for slum dwellers. But on 15th August, 2001 in his address to the Nation the Hon'ble Prime Minister announced a grant of Rs. 1000 crores for the Valmiki Ambedkar Malin Basti Awas Yojana (VAMBAY) and the details of the scheme are being worked out.

As of now there is no concrete proposal to make our cities slumless, however, under VAMBAY it will be the aim of the Government to have cities without slums in a finite time. [The concept of slumless cities has been evolved by the United Nations Centre for Human Settlements (UNCHS) this year].

MISS MABEL REBELLO : Sir, according to the hon. Minister, one-third of India's population lives in urban areas. Of that one third, one third lives in slum areas. That means. effectively, 12 crore population lives in slum areas.

The hon. Minister's answer that has come to me says that the Government has been implementing the two million housing programme. Secondly, it says, this is predominantly for housing the economically weaker sections below the urban poverty-line, many of whom are likely to be slum dwellers.

Sir, I had asked a specific and focused question as to what are they doing for the housing of slum dwellers. I had not asked about weaker sections. In regard to the two million houses that they are mentioning, when did they start this scheme? How many houses have been built and how many are being built this year? How many have they still to build out of these two million houses?

Sir, the two million houses can house only 16 per cent of the slum dwellers. To house these slum dwellers we need 1.2 crore *i.e.* 12 million houses. And they are planning just two million houses! There is nothing specific about the rest. Therefore, I would like to know from the hon. Minister when are they trying to start a scheme for 12 million houses and not just 2 million houses? What are their Budget provisions? I would like to know whether they have got special funds. How are they planning and what are they doing?

THE MINISTER OF STATE IN THE MINISTRY OF URBAN DEVELOPMENT AND POVERTY ALLEVIATION (SHRI BANDARU DATTATRAYA) : Sir, the hon. Member has rightly spoken on the gravity of the situation in regard to slums in India. Particularly, in regard to the housing programme, the hon. Prime Minister, Shri Atal Behari Vajpayee, on 15th August, from the ramparts of the Red Fort had ... (*Interruptions*) Let me complete the answer.

SHRI SANGH PRIYA GAUTAM : Let him complete his reply, please.

श्री जनेश्वर मिश्र : 15 अगस्त का लालकिले का भाषण हम सुन चुके हैं .. **(व्यवधान)**..

श्री संघ प्रिय गौतम : फिर सुन लीजिए।

श्री जनेश्वर मिश्र : इनके मुंह से इतना बढ़िया सुन चुके हैं अब फिर सुनें।

SHRI BANDARU DATTATRAYA : Under the 2 million housing programme, we are constructing seven lakh houses in the urban areas and 13 lakh houses in the rural areas.

MISS MABEL REBELLO : Sir, I had put a specific question : when are you constructing 12 million houses? When would you start and what is your programme?

SHRI BANDARU DATTATRAYA : Madam, in regard to urban areas.

SHRI JAGMOHAN : Sir, as my distinguished colleague was mentioning, there is not one programme, but a large number of programmes that we are implementing. Under the two million housing programme, there is a general programme of HUDCO that is already going on. We build houses for various categories. The overwhelming majority of those houses are for the economically weaker sections of the society. Under the general scheme, which we have been carrying out so far, one crore twenty six lakh houses have been constructed and released with the loan assistance made available by HUDCO. The project costs and everything are mentioned there.

Secondly, when this Government came, we started this 2 million housing programme and gave an additional push for construction of houses for the weaker sections. This two million housing programme includes seven lakh houses per year in the urban areas, apart from 13 lakh houses in the rural areas.

These 7 lakh houses are divided. Four lakh houses have to be constructed by HUDCO, 1.5 lakh houses have to be constructed with loan assistance which will be made available by the National Housing Bank; 1,00,000 houses have to be constructed by the cooperative federations and 50,000 houses by other sources. This scheme was started towards the end of 1998. According to the 4,00,000 houses yardstick, the HUDCO should have been instrumental in constructing 12,00,000 houses. They have already sanctioned loan for more than 13,00,000 houses. So, the targets have been fulfilled.

The third category is about the National Slum Upgradation Scheme. Under that Scheme, we have already provided direct assistance to the States; and the decision is left to the States. The funds are released by the Ministry and they construct these houses. We have made available more than Rs. 1,600 crores to the States, under that programme, as additional Central assistance. I regret to say—although we have extended assistance—that 46 per cent of this amount has not been utilised as yet. We are pursuing the matter. That scheme is already going on. In addition to this, there is a scheme which the hon. Prime Minister has

announced, the Valmiki Ambedkar Malin Basti Awas Yojana. Under that Scheme, we are going to give Rs. 1000 crores as Central subsidy. The loan assistance from the Housing Corporation would be Rs. 2000 crores. So this kitty will be available. Now, an additional push will be given for providing houses to the weaker sections, practically, to all the weaker sections living below the poverty line, in the urban areas.

Now, the position is, the details will be worked out. We are in consultation with the State Governments; and the precise scheme will be announced. The general scheme has already been announced on the 15th August.

So far as the distinguished Member's concern about the increasing slum population is concerned, I share her concern, but this type of increase in the slum population is inherent in the process of urban development and the system of development which we have. It is not the system in India alone which contributes to the growth of slum, but the overall international system also that contributes to this because, in the world under the system, as it is distributed, 20 per cent of the population live only on $1 per day. So, how can you have slumless cities? We are doing our best. I think, India is the only country among the developing countries which is doing a remarkable work in this field.

I have not yet mentioned about thousands of plots which we have given under the 'Site and Services Scheme'. For example, in Delhi, in 1976, 7,00,000 people were settled. About Rs. 2,000 crores worth of land was distributed free to the slum dwellers to build their own houses. Similarly, we are doing it again in the Narela and Tikri. About 20,000 plots have been given. Loans are being advanced. A lot of work has been done. I will give you only one statistics which will show that although the developing countries needed to build half-a-billion houses for the poor, they have not been able to construct even one-fourth of that. According to this, 8 houses should be constructed every year, per 1000 population, in the developing countries, but less than 2 is being constructed. The economic system is such. So, we understand this problem. It is not only the housing, but it is the urban infrastructure that matters, which includes water supply, electricity, roads sewers and land acquisition. More or less, all these are intractable problems. So, we are trying to grapple with them and doing our best.

So far as the urban poor are concerned, I think, this Government has done remarkably well. We share your concern. We assure you that we will endeavour to do more and more so that cities become slumless.

MISS MABEL REBELLO : Mr. Chairman, Sir, I am happy with the answer given by the Minister. The Minister said that they have already built one crore

houses for the slum population; and 2 million houses are in the process of being built. In addition to that, the Prime Minister had announced a Rs. 1000 crore grant. Now, I want to know whether this Rs. 1000 crore grant is a one-time grant, or, it is a recurring grant, over the year, for the slum population to build houses? If 1.4 crore houses are already built, how, still, 12 crore people are living in slums? I think, according to the statistics, 75 per cent of the people should have been living in houses. But still, we see almost 11-12 crore population living in slums. I do not know. I am not able to understand and digest the statistics. Can the hon. Minister tell me about this, Sir?

SHRI JAGMOHAN : I will explain to you, Madam, The point is, we have constructed these houses. But the problem is also increasing simultaneously, due to the growth of population, the growth of massive migration that is taking place. I can also tell you, it is not only the developing countries that are facing this problem. I have the statistics, of course, with which I would not like to waste the time of the House. Even in the United States of America, thousands are living homeless. In the U.K., ...(*Interruption*). Please listen to me. This problem is there even in the European Union. This problem is inherent, with inflation going up, loan being made available, less and less returns being got on money; scarcity of land and scarcity of urban resources being there. That is why the problem is everywhere. It has been correctly pointed out that in the present age, it is easier to reach the moon than to solve this problem of housing on the earth.

SHRIMATI SHABANA AZMI : Sir, in all the developing countries, it has been recognised that the security of land tenure is of utmost importance. When we are talking about the issue of slums, until the Master Plans in our cities are altered to reflect the existing realities, until parts of the Master Plans are specially designated not just for housing, but housing of the poor, how are we ever going to be able to keep the slum-dwellers out of the state of constant illegality? It is because there is no place for them within the Master Plans, they are in a state of constant illegality, because of which, access to any kind of sanitation or any kind of facility becomes impossible. What does the Government intend to do about this?

SHRI JAGMOHAN : It is a very good question, Sir, I thank the hon. Member for raising it. It is the policy of this Government to give them secure tenure and to save them from constant harassment from various local officials. But, so far as the Master Plan is concerned, it is always planned to ensure that

the city functions as an economic entity, the city's environments are preserved, the city's historic heritage is preserved. It is an amalgam of various considerations. Keeping in view these considerations, land uses are fixed. Some areas are meant to be residential, some are meant to be industrial; and some are for offices. For example, if offices are located far away, then, naturally, it will give rise to different types of problems. Wherever areas are marked 'residential', there also, slum population is re-settled permanently, on Government land. All of them are being re-settled on Government land, whether I acquire the land or give it out of my pool. But an overwhelming majority of the people are settled on the embankments of river 'nallahs' or on road berms or in areas which are earmarked for hospitals, school sites and on facilities for public utilities, sewerage system and so on. The best way of doing it is to re-settle them at an appropriate place and give them the maximum facility that we can provide, in the shape of water, electricity, sewerage and schools so that the children's education is taken care of. I would suggest to any hon. Member who wants, to go and see the Narela area. The pattern would be visible to you. In that area, only 40 per cent has been kept as built area; 60 per cent is open. Children are playing in playground. There is sewerage, there is water supply, etc. you may not have pucca houses because it is not possible for them to build them. We are making available to them all the technology that is necessary for constructing houses in a proper way. We are also making available to them loans, invidividual loans, through the HUDCO. Our concentration is on environment, sewerage facility, schools, education, playgrounds, recreation, medical facility, family planning facilities. Now, one of the reasons why we are giving alternative flats only to ladies is this. It is so, so that the ladies are in a position to preserve. Otherwise, people come, sell and go away. So, all those social aspects are also being taken into account. There is a lot of misunderstanding that the people are being taken far away. No; there is a method behind it because wherever we take them, we also take the avenues of employment along with them. Take, for example Narela. In the Narela area, a residential area, 25,000 plots have been developed and given to them. Simultaneously, a Narela Industrial area has been developed, and they will all get employment. There is a philosophy behind it, to make the migration from rural areas to urban areas as an employment-oriented migration, as a skill-oriented migration, and not a migration that becomes a burden on the economy. Here, you go to Jahangirpuri, You see all those people whom I had settled earlier, 20 years ago, they are all now earning-Subzi Mandi was also shifted there-not less then Rs. 30,00/-, Rs. 40,000/-. They have all become skill-oriented people. Their children are getting education, and they are stable, social families there. They are living in a proper

environment. They have got all the protection of labour laws, industrial laws, whereas when they were on the road-berm, they were working only as domestic servants; they were not skill-oriented. So, our policy is to give them a secured tenure. We are giving them a secured tenure. In Bombay, the position is different, because some people may be squatting on private land, and some other things. There, the State Government has to acquire those lands and hand it over to them on a secured tenure, as we are doing in Delhi.

SHRIMATI SHABANA AZMI : Sir, out of a total Rs. 1,680 crores ACA that has been given, as you yourself has admitted, only Rs. 803 crore has been utilised. And, they say very happily that 2.82 crore people have been benefited ! 2.82 crore people having benefited seems like a good figure, but when you actually go down to the calculations, it is Rs. 60/- per annum per person. Now, if this is the progress, how is our National Slum Development Programme going to go on? it is going to be a thousand of years before we reach our target.

SHRI JAGMOHAN : This is in-built in this problem. You also have to see the food problem, the health problem. So, whatever is allocated under our plans, we are making the best use of it, and we are, in fact, far more liberal than it is being done elsewhere. I have given the figure; four, five massive schemes of housing which we have generated in this country. They are really an eye-opener to the rest of the people in the world, particularly to the developing countries. Therefore, I do concede that there is a problem, a very serious problem, and it is going to be the most difficult problem in the 21st century-urbanisation; and it is being recognised because 60 to 65 per cent of the world population is going to live in the cities and they do not have that infrastructure. It is related to the overall system of economic distribution of resources. Twenty per cent of the world population today is cornering 86 per cent of the world resources ! How will not slums grow? Slums are also being made in Manhattan, because when the resource is not there with the poor countries, this situation is inherent, and I have, many times, in my books and in my articles stressed on this point that 20 per cent ... (*Interruptions*)... This is what we have to make efforts for, at the international level. It is not a problem which can be tackled only at the national level. We are doing so. But, as you have just heard in this, where is the competition? The competition is between Bangladesh and India. Who will give the lower rate ? ... (*Interruptions*)... I am giving you the facts.

SHRI PRAFUL PATEL : What is the relevance of telling all this ?

SHRI JAGMOHAN : Relevance is there; resource. ... (*Interruptions*)...

श्री बालकवि बैरागी : धन्यवाद, माननीय सभापति जी। मैं माननीय मंत्री जी से कहना चाहता हूं कि आपने अपने विषद उत्तर में, बड़े विस्तीर्ण उत्तर में—बहुत विस्तृत उत्तर दिया और उसमें दो आंकड़ों का जिक्र किया। एक हजार करोड़ की सब्सिडी तो प्रधान मंत्री जी ने लाल किले से इस साल घोषित की और 2 हजार करोड़ का आपने जिक्र किया कि पहले से चली आ रही है। मेने प्रश्न के छोटे-छोटे दो हिस्से हैं। एक तो जैसे कि मूल प्रश्नकर्ता ने पूछा था कि यह जो सब्सिडी का वितरण है इसमें आपका मापदण्ड, मानदण्ड क्या होगा, यह अभी भी स्पष्ट नहीं हो पाया है... **(व्यवधान)** जस्ट ए मिनट। कृपा करके एक तो इसको स्पष्ट करें। ये जो 20 लाख मकान इस साल आप बना रहे हैं या बनाने की आपकी योजना चल रही है, आपके घोषणा पत्र में आपने एक करोड़ अवसर और 10 लाख मकान प्रति वर्ष बनाने का वादा किया था, उसको 3 साल हो गए हैं। कितने तो आप बना चुके हैं और इस संदर्भ में कितने आप आगे और बनायेंगे, क्या अब आपका वायदा पूरा हो जाएगा ? दूसरा मेरा यह निवेदन है कि यह जो हजार करोड़ रुपये की सब्सिडी इस साल लाल किले से प्रधान मंत्री द्वारा घोषित हुई है यदि वह सही जगह नहीं पहुंची तो माननीय सभापति महोदय, मुझे आशंका है कि यह हुडको में एक अजीब से घोटाले को जन्म दे सकने की भूमिका तैयार हो गई है और फिर उस पर भी इस सदन को कभी न कभी विचार करना पड़ेगा, तो इसके लिए आपकी मानसिक और प्रशासनिक तैयारी क्या है ? तीसरा, मेरा छोटा सा प्रश्न यह है कि इसमें दो आपने प्रश्नों के उत्तर में, आपसे एक मेरा मनोवैज्ञानिक आग्रह है कि मलिन बस्ती, गन्दी बस्ती, स्लम ये जो हमारे शब्द चले आ रहे हैं, इन बस्तियों में रहने वाले बच्चों का जीवन स्तर चाहे उठे या नहीं, लेकिन उनका मानसिक स्तर उठता चला जा रहा है, हम लोग किसी न किसी कारण से जब भी इन बस्तियों में जाते हैं और उन बच्चों के बीच में बैठते हैं तो वे मनोवैज्ञानिक दबाव महसूस करते हैं और चाहते है कि मलिन बस्ती, गंदी बस्ती, स्लम जैसे इन शब्दों को हटा करके कोई दूसरे ऐसे शब्द दिए जाएं कि जिनसे उनके मनोवैज्ञानिक विकास पर एक सकारात्मक असर पड़े, क्या सरकार इस दिशा में कुछ सोच रही है ? यह मेरा मनोवैज्ञानिक प्रश्न भी है और मैं चाहूंगा कि आपने इस क्षेत्र में बहुत पटुता के साथ काम किया है तो क्या आप इस पहलू पर भी विचार करने को तैयार हैं ? यदि यह बदला जाएगा तो उनका जो विकास हो रहा है उस दिशा में हम सकारात्मक कदम उठा सकेंगे ?

SHRI JAGMOHAN : The first point is about Rs. 1,000 crores that has been announced by the Prime Minister. This is a grant given to create a corpus of Rs. 1,000 crores for housing the weaker sections of the society. An amount of Rs. 2,000 crores will be contributed by the HUDCO which will be the shape of loans. When the houses are allotted a certain amount of subsidy will be available to the individual. For the remaining amount he will have to take a loan and he has to return that amount. The details are yet to be worked out. Suppose the house

costs Rs. 40,000. We will say, all right, we will give you a subsidy of Rs. 10,000 or Rs. 15,000 or Rs. 20,000. The remaining amount he will have to take as loan and return that amount, which will recoup our kitty, and we will go on constructing houses. The detailed pattern, as I said, we will work out and we will announce it in the House, and you can clearly see it.

The second point is a valid point that we should not call them *gandi basti* or this thing or that thing. We should not call them like that. We are now always calling them resettlement colonies and we are giving them very good names like Inderlok and Trilokpuri. Therefore, we are aware of it. This problem of slums is a very serious problem, and it requires a great deal of study and a great deal of understanding not only of the internal economic forces but also the other economic forces all over the world. The globalisation, marketisation, liberalisation, etc., would have its own impact on the improvement or durability of slums. My only worry is that we should devote more attention to it than going by superficial reporting and superficial observations, which create problems of their own.

श्री बालकवि बैरागी : आपके अध्ययन में ऐसे कितने प्रतिशत वहां के निवासी हैं जिन्होंने नई बस्तियों में जाने से किन्हीं कारणों से मना कर दिया और वे दूसरे स्थानों पर जाना चाहते हैं जो कि उनके अनुकूल हैं ?

श्री जगमोहन : यह भी ठीक है, मगर हमारी कोशिश यही होती है कि हम उनको उस जगह ले जाएं जहां पर कि काम भी हो और फ्यूचर में वे वहीं पर सैक्योर भी रह सकें। हमेशा यह वर्क किया जाता है। मैं दिल्ली की आपको मिसाल दे सकता हूं। जैसे अगर साउथ दिल्ली में आप बैठे हैं तो मेरी यह कोशिश होती है कि आपकी साउथ दिल्ली में ही रीसैटल किया जाए और अगर आप नॉर्थ दिल्ली में बैठे हैं तो नॉर्थ दिल्ली में ही रीसैटल किया जाए। देअर इज़ ए पैटर्न फॉर रीसैटलमेंट। इन से मिल कर, इनसे बात करके, फिर इनको रीसैटल किया जाता है और इनफैक्ट अब डिमांड ज्यादा आ रही है कि हमको जल्दी रीसैटल करो।

DR. RAJA RAMANNA : Sir, I rise to show the way we are complicating the slum problem. We are removing temporary slums and making them permanent slums by putting up large buildings. The method in some countries, where they have maintained the beauty of the cities and not been bothered by the slum problem, is to create housing quite a few miles away from the city and spend the money on proper transport to their places of work which is less costly then housing programme for the poor. Only by this will you be able to get rid of the slum problem; otherwise, you will never be able to solve the slum problem.

SHRI JAGMOHAN : Sir, it is a very important question. The point is, the slum population can never be tackled in isolation. I have always been advocating that this country requires a human settlement policy, which means that the distribution of population should take place in a uniform way in villages, small towns, medium towns and mother towns. This is the overall policy; and it is with this view that we have evolved the concept of the National Capital Region. The road pattern, the rail pattern and other transport patterns should be dovetailed with this huge pattern. We have a huge programme of National Capital Region. We are advocating the State Governments to adopt the regional patterns of development. We are also advocating a human settlement technology, a technology that is especially suited to human settlement of the type in which we are living, a poverty-dominated settlement. This type of human settlement technology is part of our endeavour. This human settlement policy is also part of our endeavour. I am going to set up a very big urban academy to go into this question and train the technologists, train the urban administrators, so that we can face the future with confidence.

DR. ALLADI P. RAJKUMAR : Sir, the hon. Minister of State in the Ministry of Urban Development and Poverty Alleviation, Shri Bandaru Dattatraya, hails from Hyderabad city. I did not expect that Shri Jagmohan would answer this question. I felt happy when Shri Dattatraya started replying to the supplementaries. They have taken up a massive weaker sections' housing scheme in Hyderabad. There are more than 600 slums in Hyderabad. Sir 90 per cent of the houses are incomplete. When I, along with the Chief Minister of Andhra Pradesh, met the hon. Minister, I brought this point to his notice. The cost of cement has gone up to Rs. 150 per bag. The cost of steel has also gone up. A mistry is charging Rs. 120/- to Rs. 130/- per day. A helper charges Rs. 70/- to Rs. 80 per day. The per unit cost is going up. In urban areas, they have constructed one-plus-two and one-plus-three bedroom flats. Even the cost of these flats has escalated by ten per cent. I would like to know from the hon. Minister whether the Government has got any proposal to increase the cost of these units. I would also like to know from the hon. Minister as to how many houses have been constructed in Hyderabad and how many houses are still to be constructed. Sir, they are constructing houses, but there are no basic amenities available. There are no water lines and the drainage system is also not proper. Sir, because of the heavy rains, most of the slum areas where they have constructed houses, got inundated.

SHRI BANDARU DATTATRAYA : Sir, Dr. Alladi P. Rajkumar has talked about the request made by the State Government. So far as Hyderabad city is concerned, for the economically weaker sections' housing scheme, we are prepared to increase the limit from Rs. 25,000/- to Rs. 40,000/-. We are even

prepared to increase Rs. 10,000/- for infrastructure facilities. Sir, we have sanctioned 19,000 houses for Hyderabad city.

SHRI PRAFUL PATEL : Sir, the slum in big cities are a major problem. Mumbai city is especially known as the slum capital of the country, where 60 per cent of the people are living in sub-human conditions, Since the time is very short, I will straightaway come to the point. Slum have to be relocated. But how will they be relocated in a city like Mumbai? We have a problem of land shortage. There are thousands of hectares of *Khar* land which is called salt land in Mumbai. This salt land prevents further construction or any kind of construction on those kinds of lands. Will the Minister be kind enough to take into account that the *Khar* lands of Mumbai are freed their zoning restrictions which exist today...

MR. CHAIRMAN : Question Hour is over ...(*Interruptions*)

SHRI SURESH A. KESWANI : Sir, we should have a Half-an-hour Discussion on it.

MISS MABEL REBELLO : Sir, you should allow a Half-an-hour Discussion on it.

MR. CHAIRMAN : Question Hour is over.

WRITTEN ANSWERS TO STARRED QUESTIONS

New Health Policy

*484. SHRI S. RAMACHANDRAN PILLAI : Will the Minster of HEALTH AND FAMILY WELFARE be pleased to state :

(a) whether the National Health Policy of 1983 has become outdated because of disease profile and availability of treatment;

(b) whether almost half the children under the age of three and more than one, out of every three, continue to be malnourished;

(c) whether a meeting of State Health Ministers was held recently in Delhi;

(d) if so, the details of decisions taken; and

(e) by when the new Health Policy would be formulated ?